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SECRETARY OF THE AIR FORCE**

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Special Management

**DATA COLLECTION, DEVELOPMENT, AND
MANAGEMENT IN SUPPORT OF
STRATEGIC ANALYSIS AND THE
ANALYTIC AGENDA**

COMPLIANCE WITH THIS PUBLICATION IS MANDATORY

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This instruction implements and supports DOD Instruction 8260.01, *Support for Strategic Analysis*, DOD Instruction 8260.2, *Implementation of Data Collection, Development, and Management for Strategic Analysis*, and Air Force Policy Directive 90-16, *Air Force Studies, Analyses, Assessments, and Lessons Learned*. This instruction interfaces with Air Force Policy Directive 90-11, *Strategic Planning System*. The instruction defines and delineates the roles and responsibilities regarding the development of DOD analytical baselines and the conduct of associated strategic studies performed by the Air Force in support of the Analytic Agenda. It applies to all Air Force organizations and personnel involved in the process of strategic analysis including all Air Force Components: Regular Air Force, Air Force Reserve, and Air National Guard. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with AFMAN 33-363, *Management of Records* and disposed of in accordance with the *Air Force Records Disposition Schedule (RDS)* located at <https://www.my.af.mil/gcss-af61a/afrims/afrims>. **Recommendation for Change of Publication:** refer recommended changes and questions about this publication to the Office of Primary Responsibility (OPR) using AF Form 847, *Recommendation for Change of Publication*; route AF Form 847s from the field through the appropriate functional's chain of command. Major commands, field operating agencies, and direct reporting units may supplement this instruction. Forward one copy of the proposed supplement to the higher headquarters functional OPR for review and coordination before publishing.

See **Attachment 1** for a glossary of references, abbreviations, acronyms and terms.

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Chapter 1

OVERVIEW AND OBJECTIVES

1.1. Overview and Philosophy of Air Force support to the Analytic Agenda and Strategic Analyses. The Air Force plays a key role in the Department of Defense conduct of Strategic Analyses. These analyses are performed in joint and collaborative environments, are synchronized with the Planning, Programming, Budgeting, and Execution System (PPBES) cycles and form the key pillars in supporting both known and emerging needs of the Department's top leadership. Within this process, appropriate, up-to-date, traceable, and integrated baselines are developed using approved scenarios. It is essential that these "analytical baselines" form the starting point for all strategic analyses and all studies in order to accurately inform Air Force requirements and priorities. This AFI defines and delineates the roles and responsibilities in order to seamlessly and efficiently present and support Air Force capabilities, requirements and priorities in the joint and Office of the Secretary of Defense (OSD) environment. It also establishes the procedures, process, and management guidelines for the collection, development, and management of data used in support of the Analytic Agenda and associated strategic analyses performed by the Air Force and provided to outside agencies. In order to assure the joint warfighter has the breadth of joint capabilities available, the USAF must provide a focused and unified analytic foundation to inform senior Air Force leaders' decisions and to support the development and use of DOD's analytical baselines.

1.2. The Analytical Baseline Process. The Undersecretary of Defense, Policy (USD (P)) issues Defense Planning Scenarios (DPS) which include scenario-planning factors such as warning time, concurrency, and assumed postures of engagement for use in strategic analyses. The combatant commands (COCOMs) develop analytical baselines for use in strategic analyses of current-year forces. The Joint Staff, Force Structure, Resources, and Assessment Directorate (J-8) as well as the OSD Office of Program Analysis and Evaluation (OSD (PA&E)) in conjunction with the Services, develop baselines for use in strategic analyses of future-year forces. These baselines are made available to the DOD components through the Joint Data Support (JDS) office of OSD (PA&E). OSD (PA&E) has established the Joint Analytic Data Management Steering Committee (JADM SC) to oversee both the generation of analytical baselines in support of the analytic agenda process and compliance with DOD policy on collecting, disseminating, and maintaining data for strategic analyses. The JADM SC assists the Chairman of the Joint Chiefs of Staff and OSD (PA&E) in developing analytical baselines. Specifically, the Committee facilitates the generation and collection of data; advises on the development, management, and dissemination of baselines for strategic analyses; and proposes solutions to data issues raised by JADM SC members. The Director, Studies & Analyses, Assessments, and Lessons Learned (AF/A9) represents the Secretary of the Air Force (SECAF) on the JADM SC. OSD (PA&E) also established JDS as the executive agent to facilitate management of analytical baselines and their associated data. This AFI describes the process by which the AF will fulfill its service responsibility to support the development of analytical baselines and their associated data. It also delineates the specific roles and responsibilities of various Headquarters (HQ) USAF elements.

1.2.1. The Analytical Baselines Roadmap is a JADM SC developed plan, which establishes priorities for development of analytical baselines based upon USD (P) developed and

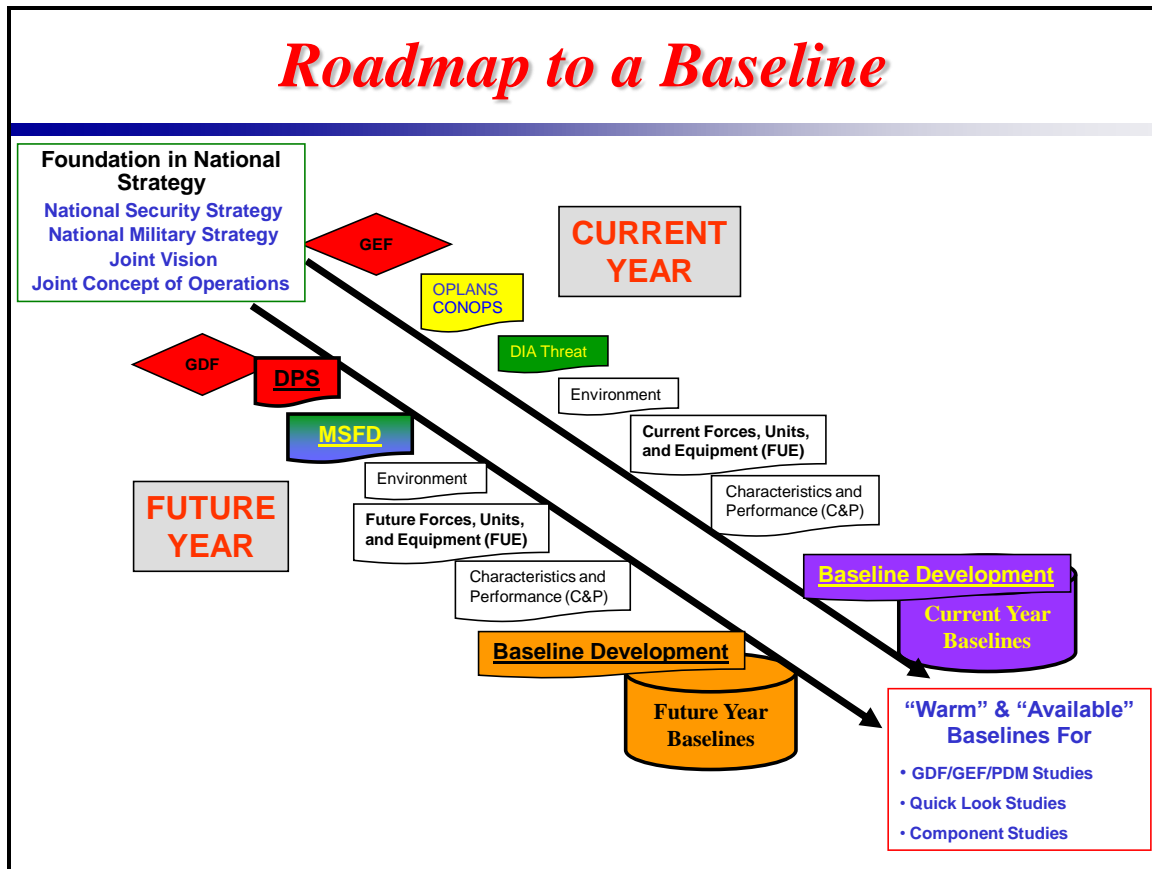
prioritized scenarios. An analytical baseline is comprised of a scenario, Concept of Operations (CONOPS), and integrated data used by the DOD components as a foundation for strategic analyses. Figure 1.1 illustrates the steps and interim products used to develop an analytical baseline. This AFI does not address non-Air Force agency responsibilities in the Analytical Baseline Development process.

1.2.2. In the context of this AFI, the DPS, the Multi-Service Force Deployment (MSFD) and the data/model portion of the analytical baseline are discussed separately. Figure 1.2 illustrates the relationships between these documents. Ideally, an analytical baseline is developed using the process outlined in Figure 1.1, and includes the corresponding DPS & MSFD. In rare prescribed circumstances (and only at the discretion of the JADM SC), it may be possible to develop an analytical baseline without an existing DPS and/or MSFD.

1.2.3. The OSD (PA&E) desired end-state is five to six current-year and seven to nine future-year analytical baselines spanning the end of the Future Year Defense Program (FYDP) through 20 years, which the DOD components shall use as a starting point for analyses supporting planning, programming, and acquisition efforts. Consistent with the policies established by the JADM SC, future-year baselines will be developed transparently and collaboratively by a joint analytical baseline development team led by the Joint Staff (J-8) for near and mid-term efforts or OSD (PA&E) for longer-term efforts, as appropriate. Analytical baselines should be available in time to support analyses conducted for the Department's resource allocation process, but may require modification to accommodate major military, budgetary, or political events. USD (P), the Joint Staff and OSD (PA&E) review these baselines annually for relevance and currency, and plan to update them at least once every 24 months. Components may conduct excursions from these baselines to provide decision support internal to their organizations.

1.2.4. The JDS office, as analytical baseline executive agent for OSD (PA&E), provides support for the identification, collection, development (including verification and validation), management, and dissemination of data sets and associated analytical baselines. JDS works with the data providers to collect and store data, metadata, assumptions, scenario contexts, and other information needed for the analytical baselines and works with the DOD components to ensure these groups use the data in an appropriate manner. JDS manages the data repository for the analytical baselines and supporting data, including the preparation and archiving of analytical baseline data sets and associated metadata used in strategic analyses conducted by the DOD components. These data sets are available on the JDS SIPRNET web page at <https://jds.pae.osd.smil.mil/>.

Figure 1.1. Analytical Baseline Development Path.



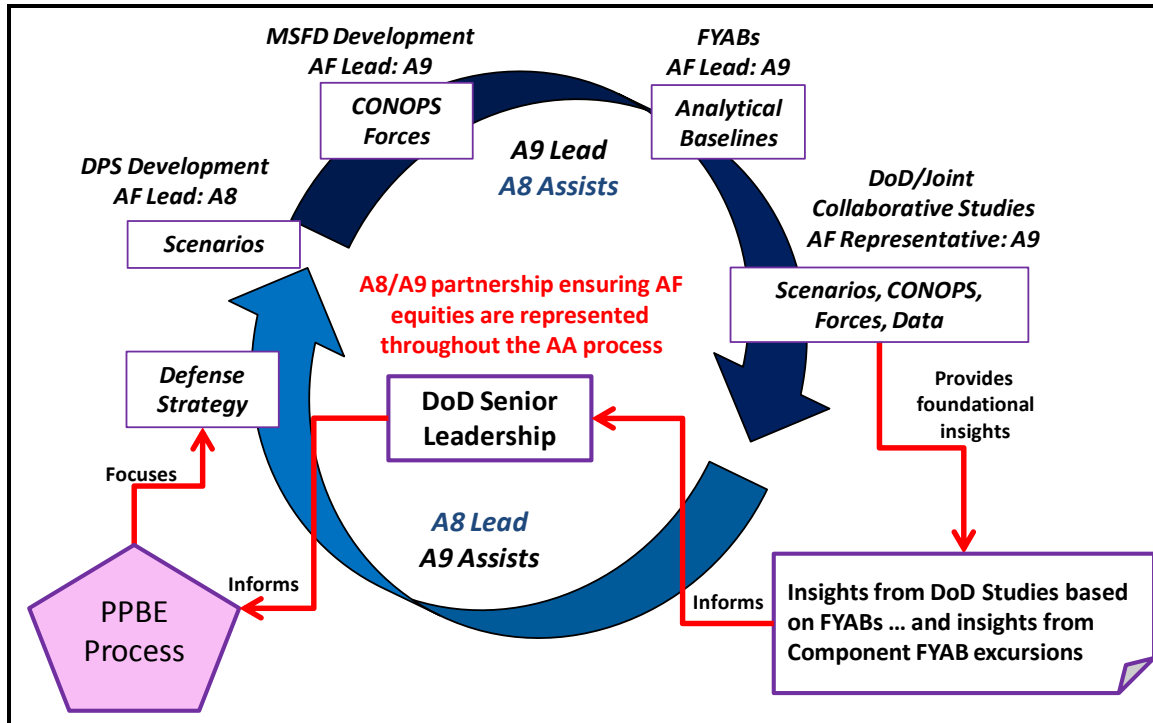
1.2.5. Joint analytical baseline development teams establish plans for constructing the analytical baselines, including identifying objectives, timelines, broad data requirements, etc. In developing the baselines, the teams employ models and simulations used within the Department of Defense for strategic analyses. Data specifications should focus on the needs of these models and simulations. The DOD components provide all requested data that is within their capability to generate via new or existing databases and processes. They should notify the OSD (PA&E) of any significant data issues through the appropriate JADM SC member. To conserve the Department's resources, U.S. and non-U.S. data-collection activities should make use of existing data-collection vehicles and routine production cycles whenever possible.

1.2.6. In the analytic agenda process, the objective of the Air Force approach is to develop baselines that appropriately inform Air Force strategy and associated strategic analyses. The goal of Air Force participation in joint analytical baseline development teams is to ensure Air Force doctrine and CONOPS are correctly represented and that Air Force systems, forces and capabilities are correctly portrayed in the context of the model(s) or tool(s) being used.

1.2.7. As part of its objective to mature Air Force-developed scenarios into Service sponsored analytical baselines, the Air Force will support the DOD plan to revise existing analytical baselines and develop new baselines on a schedule that supports keeping them relevant and current as described in subparagraph 1.2.5 above. The respective OPRs for Air Force-provided data (see Table A3.1) will review the JDS data repository holdings and

update the data and metadata when events warrant such changes. Assessment and revision of data are particularly important upon receipt of a revised threat assessment (normally every 24 months but in some cases, more frequently).

Figure 1.2. Analytical Agenda Implementing Environment.



1.3. The Air Force Objectives for Data Collection, Development, and Management for Strategic Analyses are as follows:

- 1.3.1. Support the generation and collection of data, as well as the development of analytical baselines, for strategic analyses.
- 1.3.2. Implement procedures to generate, review, coordinate and approve data for development of analytical baselines.
- 1.3.3. Participate in the development and maintenance of analytical baselines, ensuring data are applied in the correct context to support each baseline developed.
- 1.3.4. Provide timely, integrated, and validated Air Force data necessary to develop analytical baselines, based on content identified by the study/development team lead.
- 1.3.5. Use analytical baselines as the starting point for strategic analyses, in accordance with Air Force requirements and priorities. Although, the use of analytical baseline scenarios for studies, analyses and wargaming related to the Quadrennial Defense Review (QDR), the Guidance for Development of the Force (GDF), Guidance for Employment of the Force (GEF), Joint Strategic Capabilities Plan (JSCP), and the PPBES is essential, this instruction does not constrain scenario development to only such studies, analyses, or wargames.

1.3.6. Oversee and facilitate the release of data and analytical baselines to Air Force organizations through JDS and coordinate on the release of analytical baselines to other DOD components.

1.3.7. Provide AF input to the Joint Staff and USD (P) on scenarios and ensure analytical baselines are relevant to inform USAF strategic plans and priorities.

1.3.8. Introduce Air Force developed scenarios as Service-sponsored and developed analytical baselines.

1.3.9. Develop a process for conducting strategic analyses in those instances where no appropriate analytical baselines currently exist.

1.3.10. Assist the Joint Staff in developing CONOPS in the MSFD documents. These CONOPS will apply AF and DOD capabilities against the Defense Planning Scenarios to generate baseline force lists for the MSFD documents.

Chapter 2

RESPONSIBILITIES

2.1. **AF/A9.** AF/A9 is the Secretary of the Air Force's representative to the JADM SC, and Air Force office with primary responsibility for the Analytic Agenda as outlined in DODI 8260.01. In this role AF/A9 is also the service lead for: (1) the development and production of MSFD products, and (2) service participation in the development and production of analytical baselines (as described in DODI 8260.01 and DODI 8260.2). AF/A9 represents the Air Force during joint analytic assessments. As such, AF/A9 is the AF OPR for orchestrating the Air Force's role in DOD's analytic community to ensure that AF capabilities and concepts of operations are accurately reflected in the DOD Analytic Agenda, analytical baselines and strategic analyses and has distinct responsibilities in the following areas:

2.1.1. On JADM SC:

2.1.1.1. Represents the SECAF and Chief of Staff of the Air Force (CSAF) in matters relevant to the development of the Analytic Agenda and associated analytical baselines.

2.1.1.2. Solicits Air Force representatives to serve on joint analytical baseline development teams and collaborative DOD studies.

2.1.1.3. Notifies OSD (PA&E) and Joint Staff J-8 of any significant issues impacting the development of joint analytical baselines.

2.1.1.4. Approves the release of analytical baselines within the Air Force through JDS.

2.1.1.5. Coordinates with the Joint Staff or OSD (PA&E), as appropriate, concerning the release of analytical baselines to organizations not represented on the JADM SC.

2.1.1.6. Coordinates with Deputy Chief of Staff for Strategic Plans and Programs (AF/A8) on AF related aspects of the DPS.

2.1.2. In MSFD Development and Production:

2.1.2.1. Serves as Air Force lead for MSFD conferences.

2.1.2.2. Coordinates with HQ USAF, Major Commands (MAJCOMs) and other Air Force organizations on representation and participation at MSFD conferences.

2.1.2.3. Collaborates with AF/A8 to develop and obtain concurrence on terms of reference and on the Air Force position and assumptions for joint war fight assessments including Operational Availability studies.

2.1.2.4. Collaborates with AF/A8 to develop the Air Force position on CONOPS for joint war fight assessments including Operational Availability studies.

2.1.2.5. Coordinates all Air Force inputs on MSFD products and acts as the focal point between the HQ USAF and outside agencies (e.g., USD(P), OSD (PA&E), and the Joint Staff) for development and coordination of the MSFD products.

2.1.2.6. Coordinates the HQ USAF review of draft MSFD documents and consolidates Air Force inputs.

2.1.2.7. Coordinates with National Air and Space Intelligence Center (NASIC) through/in conjunction with Deputy Chief of Staff for Intelligence, Surveillance, & Reconnaissance (AF/A2) on issues concerning the Joint Country Forces Assessment (JCOFA), as this product is the definitive source for threat data in the DPS and MSFD documents (see A2.5)

2.1.2.8. Establishes and chairs the Air Force Analytic Agenda Synchronization Committee. Meetings will be held quarterly. The objectives of the synchronization committee are to create a consolidated Air Force position on analytic agenda issues and chart a unified path to provide a common starting point and framework for strategic level analyses that meets Air Force needs. Committee members will be the respective Assistant Deputy Chief of Staff of AF/A2, Deputy Chief of Staff for Operations, Plans, & Requirements (AF/A3/5), Deputy Chief of Staff for Logistics, Installations, & Mission Support (AF/A4/7), Deputy Chief of Staff for Manpower and Personnel (AF/A1) and AF/A8 and the Deputy Assistant Chief of Staff for Strategic Deterrence and Nuclear Integration (AF/A10). A9 will establish coordinating bodies at the AO level and at intermediate O-6 levels before presenting Analytic Agenda issues to the General Officer level.

2.1.2.9. Coordinates with all synchronization committee members on all associated activities of the Air Force Analytic Agenda Synchronization Committee.

2.1.3. In Analytical baselines/Collaborative DOD Studies:

2.1.3.1. Represents the Air Force during joint analytic assessments.

2.1.3.2. Coordinates with appropriate Air Force organizations on representation and participation.

2.1.3.3. Reviews the appropriate DPS and MSFD products to determine if updates are required. Recommended updates to DPS will be coordinated with AF/A8.

2.1.3.4. Collaborates with AF/A8 to develop and obtain concurrence on terms of reference and on the Air Force position and assumptions for joint war fight assessments including Operational Availability studies.

2.1.3.5. Leads the AF team developing the air, space and cyberspace portions of the MSFD. Collaborates with AF/A8 to develop the Air Force position and CONOPS and ensures the CONOPS is coordinated among all appropriate HQ USAF organizations.

2.1.3.6. Leads the development of data for Forces, Units and Equipment (FUE), including their Characteristics and Performance Data (C&P) as well as Combat Support/Combat Service Support (CS/CSS) or Expeditionary Combat Support (ECS) and sustainment requirements.

2.1.3.7. Coordinates all Air Force inputs and acts as the focal point between the HQ USAF and outside agencies (e.g., USD (P), OSD (PA&E), and the Joint Staff) for development and coordination of the analytical baseline / study products with the exception of the DPS.

2.1.3.8. Coordinates with AF/A8 at the AO, O-6 and General Officer levels on all aspects of the Analytic Agenda including CONOPS development, metric development, war fight analysis and reviews.

2.1.3.9. Coordinates the HQ USAF review of draft analytical baseline/study products and results. Consolidates Air Force inputs so that the Air Force speaks with one voice and provides a consistent position on analytic issues.

2.1.4. In the Air Force Analytic Community (AFAC):

2.1.4.1. Leads the Air Force Analytic Community as defined in the AFAC charter.

2.1.4.2. Develops/coordinates a forum with Air Force analytic organizations to discuss the tactical and operational data issues impacting AF, Joint and OSD studies and analyses. This forum provides an avenue for the AFAC to identify data and process issues. The forum creates a collaborative environment between the different analytic communities in terms of using the DPS, MSFD, and Analytical baselines. Through this forum, AF/A9 supplies information back to the AF analytic community on issues and items of interest from the JADM Steering Committee meetings as well as their resolution.

2.1.4.3. Introduces, facilitates, and champions Air Force-developed scenarios as potential analytical baselines.

2.1.4.4. Sponsors the Air Force Scenario Requirements Planning Workshop (AFSRPW).

2.1.4.5. Ensures that analytical baselines are used as the starting point for strategic analyses.

2.1.4.6. Works with JDS to facilitate the release of data and analytical baselines to Air Force organizations. Coordinates with JDS on the release of analytical baselines to other DOD components.

2.1.4.7. Provides strategic analysis and analytical support for Air Force Annual Planning and Programming Guidance (APPG) including force planning assumptions, the Air Force Strategic Assessment, current and future force structure options including the *Planning Force*, the *Programmed Force* and *other force structure* options with respect to meeting the operational objectives of designated scenarios and vignettes.

2.2. **AF/A8.** AF/A8 is the primary advisor to SECAF, CSAF, and the Air Force Council for strategic planning and programming. AF/A8 is the primary agent on the Air Staff responsible for strategic planning, establishing force planning assumptions, conducting strategic assessments and developing force structure options. AF/A8 defines the Air Force position on and leads participation in development of OSD and joint planning guidance (e.g., NSS, NDS, NMS, GDF, and GEF) as well as DPS. AF/A8 collaborates with A9 to define the Air Force position on terms of reference, assumptions and CONOPS for joint war fight assessments and Operational Availability studies. The AF/A8 Director of Strategic Planning develops and updates the *Air Force Vision*, the *Air Force Strategic Plan*, and the *APPG*, as well as the *Planning Force*. In addition, AF/A8 is the Air Force lead agency for the development of DPS, which is also the first phase of analytical baseline development. AF/A8 is responsible for coordinating all Air Force inputs on the DPS and acts as the single focal point between the HQ USAF, USD (P), OSD (PA&E) and the Joint Staff. In this capacity, and in collaboration with AF/A9, AF/A8 shall:

2.2.1. Represent the SECAF and CSAF in matters relevant to the development of the DPS.

2.2.2. Collaborate with appropriate AF/A2, AF/A3/5, AF/A4/7, AF/A9 divisions and Service COCOM representatives on warfighting CONOPS, basing, and logistics support issues.

2.2.3. Coordinate with appropriate Assistant Secretary of the Air Force for Acquisition (SAF/AQ), AF/A3/5, and other AF/A8 and AF/A9 divisions on future forces and capabilities.

2.2.4. Coordinate with AF/A9 on all relevant aspects of the DPS.

2.2.5. Collaborate with AF/A9 to provide support for the AFSRPW. This support includes, but is not limited to providing issues and information from the Strategic Plan for inclusion in the MSFD process. See Paragraph A2.2 for a description of the purpose and objectives of the AFSRPW.

2.2.6. Provide subject matter experts to participate in and support MSFD conferences as required.

2.2.7. Participate in the Air Force Analytic Agenda Synchronization Committee.

2.2.8. Assist AF/A9 in compiling data for forces, units and equipment (FUE), to include their characteristics and performance (C&P) data as well as combat support/combat service support (CS/CSS) or expeditionary combat support (ECS) and sustainment requirements for use in analytical baselines.

2.2.9. Collaborate with AF/A9 to develop the Air Force position on terms of reference, scenario and study assumptions for joint war fight assessments to ensure consistency with OSD guidance on the Force Planning Construct and associated force planning assumptions.

2.2.10. Participate in all working groups for Analytic Agenda/Collaborative DOD studies. They will attend O-6 and Senior Leader reviews as appropriate.

2.2.11. Coordinate on all study products and results to ensure that they maintain alignment with Air Force strategy. AF/A8 will have the lead for any use of study results in follow-on taskers regarding strategic discussions in coordination with A9.

2.3. **AF/A4/7.** AF/A4 is the Air Force lead agency for logistics readiness. In this capacity, AF/A4 is responsible for developing: policy and guidance in support of Air Force Agile Combat Support (ACS), policy and guidance on movement/transportation operations, policy and guidance on distribution and sustainment operations, policy guidance to support Air Force deployment objectives, and policy guidance on aircraft maintenance operations. AF/A7 is the Air Force lead agency for Civil Engineering and is responsible for providing bases, infrastructure and facilities necessary to support the global engagement of air, space, and cyberspace forces across the spectrum of conflict. AF/A7 is also responsible for promulgating Civil Engineer policy and guidance to ensure the installations, infrastructure, facilities, housing, and environment issues support air and space forces operations. As such, AF/A4/7 shall:

2.3.1. Provide subject matter experts and reach back support as required for Air Force representatives attending MSFD conferences, and throughout joint analyses/studies requiring logistics expertise and/or basing and infrastructure issues.

2.3.2. Provide data and support, as requested, to the analytical baseline development teams engaged in the CONOPS development and analysis process.

2.3.3. Participate in all associated activities of the Air Force Analytic Agenda Synchronization Committee.

2.4. **AF/A2.** AF/A2 is responsible for policy formulation, planning, evaluation, oversight, and leadership of Air Force intelligence, surveillance and reconnaissance capabilities. AF/A2 shall:

2.4.1. Provide subject matter experts to participate in and support MSFD conferences as required.

2.4.2. Provide subject matter expertise on Joint Capability Areas (JCAs), Joint Warfighting CONOPS and experimentation in support of analytic initiatives.

2.4.3. Provide data and support, as requested, to the analytical baseline development teams in the CONOPS development and analysis.

2.4.4. Coordinate with NASIC on issues concerning the JCOFAs for threat data (see sub paragraph 2.1.2.7).

2.4.5. Participate in associated activities of the Air Force Analytic Agenda Synchronization Committee.

2.5. **AF/A3/5.** AF/A3 is responsible for policy, guidance and oversight of AF air, space, cyberspace and weather operations, training and sourcing. AF/A5 is responsible for operational strategy and doctrine, operational politico-military analysis, capabilities assessments and war and mobilization planning. AF/A3/5 shall:

2.5.1. Provide subject matter experts to participate in and support MSFD conferences as required.

2.5.2. Provide subject matter expertise on Joint Capability Areas (JCAs), Joint Warfighting CONOPS and experimentation in support of analytic initiatives.

2.5.3. Provide data and support, as requested, to the analytical baseline development teams in the CONOPS development and analysis.

2.5.4. Integrate the use of analytical baselines to extent feasible in future wargames.

2.5.5. Participate in associated activities of the Air Force Analytic Agenda Synchronization Committee.

2.6. **AF/A1.** AF/A1 is the Air Force lead agency for manpower and personnel related information to include baselines utilizing manpower authorizations for current and future year programming or personnel assignment and deployment information. AF/A1 shall:

2.6.1. Provide subject matter experts to participate in and support MSFD conferences as required.

2.6.2. Provide data and support, as requested, to the analytical baseline development teams in the CONOPS development and analysis.

2.6.3. Participate in associated activities of the Air Force Analytic Agenda Synchronization Committee.

2.7. **AF/A10.** AF/A10 is responsible for the synchronization and integration of all nuclear-related issues across the USAF nuclear enterprise and collaborates with Headquarters Air Force, Major Commands and joint, departmental and national agency mission partners to further nuclear focus by ensuring corporate advocacy and full spectrum stewardship of nuclear capabilities. AF/A10 shall:

2.7.1. Provide subject matter experts to participate in and support MSFD conferences as required.

2.7.2. Provide subject matter expertise on Joint Capability Areas (JCAs), Joint War-fighting CONOPS and experimentation in support of strategic analytic initiatives.

2.7.3. Provide data and support, as requested, to the analytical baseline development teams in the CONOPS development and analysis.

2.7.4. Integrate the use of analytical baselines to extent feasible in future war-games.

2.7.5. Participate in associated activities of the Air Force Analytic Agenda Synchronization Committee.

2.8. Major Commands will:

2.8.1. Provide data necessary for the development of the MSFD and analytical baselines as required. The HQ USAF is the definitive source for this Air Force data and therefore the authority for release of this information to DOD and other government organizations outside the Air Force. Therefore, action officers must be cognizant that data they provide to AF/A9 for release to JDS and inclusion as part of an MSFD and/or analytical baseline are considered the official Air Force position. It is critical that action officers have appropriate approval at their MAJCOMs before providing data for release to AF/A9 (see Paragraph A2.11 for further information on data types).

2.8.2. Provide appropriate subject matter experts to participate in and support MSFD conferences as required. Based upon the scenario and its timeframe, AF/A9 will determine which subject matter experts are required and under what circumstances. AF/A9 will provide notification of these support requirements to the appropriate MAJCOM staff in a timely manner.

2.9. **AFAC.** The AFAC is a community of Air Force organizations that collaborates on analytic methodologies and shares insights in analyses they perform. The membership consists of analytic organizations from the HQ USAF, MAJCOMs, Numbered Air Forces (NAFs), Direct Reporting Units (DRUs) and Field Operating Agencies (FOAs). The AFAC Steering Group (see Paragraph A2.1) leads the AFAC, and consists of the member organization leaders. The Director, AF/A9 chairs the AFAC Steering Group. AFAC members in the context of this AFI shall:

2.9.1. Participate in the Air Force Scenario Requirements Planning Workshop (AFSRPW, see Paragraph A2.2).

2.9.2. Participate in the development and nomination of Air Force Analytical Baselines.

Chapter 3

PRESCRIBED AND ADOPTED FORMS

3.1. Prescribed Forms. None.

3.2. Adopted Forms.

AF Form 847, Recommendation for Change of Publication.

JACQUELINE R. HENNINGSEN, PhD, SES
Director, Studies & Analyses, Assessments and Lessons Learned

Attachment 1**GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

DOD Instruction 8260.01, *Support for Strategic Analysis*, January 11, 2007

DOD Directive 5105.18, *DOD Committee Management Program*, February 8, 1999

DOD Directive 5105.18/Air Force Supplement, *DOD Committee Management Program*, June 30, 1999

DOD Directive 8320.2, *Data Sharing in a Net-Centric Department of Defense*, December 2, 2004

DOD 8910.1-M, *DOD Procedures for Management of Information Requirements*, June 30, 1998

DOD Instruction 5000.61, *DOD Modeling and Simulation (M&S) Verification, Validation, and Accreditation*, May 13, 2003

DOD Instruction 8260.2, *Implementation of Data Collection, Development, and Management for Strategic Analysis*, January 21, 2003

Air Force Policy Directive 90-16, *Air Force Studies, Analyses, Assessments, and Lessons Learned*, June 4, 2008

Air Force Policy Directive 90-11, *Strategic Planning System*, March 26, 2009

Air Force Manual 33-363, *Management of Records*, March 3, 2008

(U) *Current Year Analytical Baseline Terms of Reference (S)*, 08 September 2003

Air Force Analytic Community Steering Group (AFAC SG) Charter, 01 June 2006

Abbreviations and Acronyms

NOTE: Additional abbreviations, acronyms and terms can be found in the Joint Publication 1-02, "DOD Dictionary of Military and Associated Terms"

ABDT— Analytical Baseline Development Team

ABIDES— Automated Budget Interactive Data Environment System

AFAC— Air Force Analytic Community

AFGSC— Air Force Global Strike Command

C&P (data)— Characteristics and Performance Data

CONOPS— Concept of Operations

CS/CSS— Combat Support/Combat Service Support

DCAPES— Deliberate and Crisis Action Planning and Execution Segments

DPS— Defense Planning Scenario

DRU— Direct Reporting Unit

ECS— Expeditionary Combat Support

FOA— Field Operating Agency
FUE— Forces, Units and Equipment
FYAB— Future-Year Analytical Baseline
FYDP— Future Years Defense Program
GDF— Guidance for Development of the Force
GEF— Guidance for Employment of the Force
JADM IPT— Joint Analytic Data Management Integrated Process Team.
JADM SC— Joint Analytic Data Management Steering Committee (see Paragraph 1.1)
JCA(s)— Joint Capability Area(s)
JCOFA— Joint Country Forces Assessment
JDS— Joint Data Support Office
JSCP— Joint Strategic Capabilities Plan
MilPDS— Military Personnel Data System
MPES— Manpower Programming and Execution System
MSFD— Multi-Service Force Deployment
NASIC— National Air and Space Intelligence Center
OCR— Office of Coordinating Responsibility
OPLAN— Operations Plan
OPR— Office of Primary Responsibility
OSD (PA&E)— Office of the Secretary of Defense/Program Analysis and Evaluation.
POM— Program Objective Memorandum
PPBES— Planning, Programming, Budgeting and Execution System
QDR— Quadrennial Defense Review
SCL— Standard Conventional Load
SMC/SY— Space and Missile Systems Center Space Superiority Systems Wing
TPFDD— Time-Phased Force and Deployment Data
TUCHA— Type Unit and Characteristics File
UTC— Unit Type Code
WMP— War and Mobilization Plan

Terms

Agile Combat Support (ACS)— ACS is the ability to create, protect, and sustain air, space and cyberspace forces across the full range of military operations. It is the foundational and crosscutting United States Air Force (USAF) system of support that enables Air Force (AF)

operational concepts and the capabilities that distinguish air, space and cyberspace power—speed, flexibility, and global perspective. Foundational means that ACS supports all operations in the Air Force and is crosscutting because it synergistically combines previously stovepiped communities into an integrated effort.

Analytic Agenda— DOD-wide agreement to make major, joint analysis efforts more effective, efficient, and relevant. It includes Defense Planning Scenarios, Multi-Service Force Deployment data, analytical baselines, tools and methods, studies.

Expeditionary Combat Support (ECS)— ECS is a subset of ACS that responds quickly, is highly mobile, technologically superior, robust, flexible, and fully integrated with operations. ECS is the deployed ACS capability to provide persistent and effective support for the applications of Air, Space and Cyberspace power on a global basis. The ECS aspect of ACS specifically supports air, space and cyberspace expeditionary task force (AETF) operations. ECS includes the essential capabilities, functions, activities and tasks necessary to employ all elements of air, space, cyberspace and land forces in deployed locations, to include redeployment and reconstitution.

Guidance for Development of the Force (GDF)— This document, issued by the Secretary of Defense, sets objectives for future force capabilities and is used to assess the planning and programming priorities of the Military Departments and Defense agencies. The GDF's main objectives are to (1) implement aspects of DOD's future force vision captured in the QDR, (2) guide development of planning and programming initiatives, and (3) help meet Combatant Commander needs through development of joint capability portfolios.

Guidance for Employment of the Force (GEF)— This document is designed to translate DOD's National Defense Strategy into supporting planning and action. The GEF helps guide planning in a resource-constrained environment by establishing priorities and making key assumptions about future resources. It recognizes the rotational demands current operations place upon the force as a whole and takes into account that these demands are dynamic and will likely continue. The GEF also acknowledges the interrelationship between planning, force management, and global posture. Guidance is designed to ensure the goals for all these areas are aligned and serve to mitigate risk to the greatest extent possible.

Joint Analytic Data Management Integrated Process Team— The JADM IPT is an O-6 level working group, designated by the JADM SC, that previews issues for, and acts as a subordinate working group to the JADM SC.

Joint Data Support Office— JDS is a key component of the Joint Analytic Model Improvement Program, which was approved by the Deputy Secretary of Defense in May of 1995. JDS is co-sponsored by OSD (PA&E) and the Joint Staff (J-8).

Unit Type Code— A Joint Chiefs of Staff developed and assigned code, consisting of five characters that uniquely identify a force capability, either in-place or deployable.

Attachment 2

AIR FORCE SUPPORT TO THE ANALYTICAL BASELINE PROCESS

A2.1. The AFAC Steering Group. The AFAC Steering Group leads the AFAC, and consists of a chairperson, an executive secretariat, and the leaders of the MAJCOM, NAF, DRU and FOA analytic organizations. The director of AF/A9 chairs the AFAC Steering Group, and AF/A9I operates as the executive secretariat. In regards to the development of the analytical baseline, the mission of the AFAC Steering Group is to:

A2.1.1. Identify current and emerging analytic issues that will affect the AFAC.

A2.1.2. Provide a forum for consideration of these issues and development of potential solutions.

A2.1.3. Advocate AFAC positions on and solutions to these issues to appropriate Air Force and USD (P) or oversight organizations.

A2.1.4. Recommend, endorse and employ best analytic and lessons learned practices, methodologies and tools for the Air Force.

A2.1.5. Review and coordinate on AF studies nominated to an analytical baseline.

A2.2. Air Force Scenario Requirements Planning Workshop (AFSRPW). The objective of the AFSRPW is to develop a consolidated Air Force position on scenarios and scenario requirements that the Air Force needs in order to conduct effective strategic analyses. AF/A9 developed the AFSRPW as a forum through which AF MAJCOMs, NAFs, Component Commands, DRUs and FOAs can articulate their requirements and concerns regarding analytical baseline scenarios and their content. By vetting scenario priorities amongst all of the AFAC members and other participants, the Air Force can “speak with one voice” and promote those scenarios and scenario components that meet the needs of the majority of the Air Force analytic community. The process starts with USD (P) proposing a list of potential scenarios for development as DPS, MSFD, and/or analytical baseline products. The Services (along with other DOD components) are then given the opportunity to comment and provide additional scenarios they would like included. The Services (and other DOD components) can also provide the critical assumptions or analytic underpinnings that need to be included in specific scenarios in order for the component to conduct strategic analyses of relevant issues. For the Air Force, this means the AFSRPW will produce a prioritized list of scenarios which includes theater or specific countries, time period of interest (mid term versus out-year or future year) and a brief CONOPS description (Swiftly Defeat, Win-Decisively, Irregular, Catastrophic, etc.) for each scenario. The list may also include specific CONOPS or threats that the Air Force analytic community needs for future analyses. The consolidated list represents the consolidated, coordinated Air Force position that AF/A8 and AF/A9 can use to propose scenarios to the Joint Staff and USD (P) each year. AFSRPWs are normally held annually, with hosting duties rotating among the AFAC membership. AF/A9 sponsors the AFSRPW, with appropriate support from AF/A8.

A2.3. Defense Planning Scenario (DPS). A Defense Planning Scenario provides a depiction of a threat to international security, a corresponding mission for U.S. military forces, and a strategic-level concept of operation for carrying out that mission. The DPS is based on the Guidance for the Development of the Force (GDF). The SECDEF approves a single set of

scenarios intended to serve as a standard by which the senior leadership of the Department can gauge the sufficiency of the Defense Program. A single set of scenarios ensures DOD consistency for studies, wargames, and experimentation for QDR or GDF-directed studies and associated component analytic efforts. This definition does not restrict AF organizations from using other scenarios for purposes outside the scope of the DPS/GDF.

A2.3.1. DPS development starts with USD (P), which leads the scenario build process and has final approval authority on DPS content. The Joint Staff, J-8 is responsible for developing US and allied/coalition CONOPS. To accomplish this, J-8 leads a working group comprised of OSD, Joint Staff, Services, and other DOD component representatives who provide input into the DPS development. AF/A8 represents the Air Force at the DPS CONOPS development meetings. A continuous effort is made to link future concepts with DPSs by incorporating the concepts and capabilities outlined in the Joint Operating Concepts (JOCs) into the US and allied/coalition CONOPS of each DPS. J-8 provides oversight to ensure that relevant concepts and capabilities are integrated into each US and allied/coalition CONOPS. The DPS is the starting point for the analytical baseline process. All of the components use the DPS in developing the MSFD.

A2.3.2. The Air Force contribution to the DPS development process includes review of the draft document, submission of comments, and revision for compliance at MSFD conferences, as required to address inconsistencies. AF/A8 is the AF OPR for the DPS.

A2.4. **Multi-Service Force Deployment (MSFD).** The MSFD process develops baseline force laydowns and CONOPS for future conflict scenarios. The MSFD products can be used for studies, analyses and wargaming to support budget analysis, acquisition programs, force structure assessments and alternative warfighting CONOPS/courses of action. The Defense Intelligence Agency (DIA) approves the adversary/hostile force laydowns (based on Joint Country Force Assessment data) and CONOPS for the intelligence community. The MSFD CONOPS includes a scenario depiction of forecasted and mobilized opposing air, land, sea and space forces in a total battlespace environment. The MSFD process is a collaborative OSD, Joint Staff, Services, COCOM and intelligence community effort, managed by the Joint Staff J-8. J-8 receives guidance on MSFD scenario development (priorities) through USD (P). CONOPS for the DPS and MSFD are developed for USD (P) and Joint Staff J-8 respectively by a J-8 led working group involving OSD, other Joint Staff agencies, the Services and other DOD components. AF/A9, with support from AF/A8 and other AF organizations, represents the Air Force in MSFD CONOPS development. AF/A9 is the Air Force lead for the MSFD development process.

A2.4.1. MSFD Conference. The purpose of the MSFD conference is to “flesh out” a draft MSFD document and build a robust CONOPS and an associated database that multiple users can employ for studies, wargaming and analyses. AF/A9 will be responsible for ensuring the correct representation of Air Force areas of expertise at the MSFD conference and the Air Force team speaks with a single voice. AF/A9 will resolve any difference of opinion between Air Force action officers at the MSFD conference. Most issues can be deferred until after the MSFD conference to allow action officers to coordinate issues with their supervisors or other Air Force offices and organizations.

A2.4.2. Resolution. The level of resolution MSFD products are developed to is dependent on the specific scenario being examined. Regardless of the level of resolution, Volume II of

the MSFD provides a D-Day, H-Hour laydown of the forces, units and equipment. Table A2.1 shows the two alternative levels of resolution for an MSFD.

Table A2.1. MSFD Resolution Matrix.

FORCE TYPE	LEVEL 1 MSFD	LEVEL 2 MSFD
Ground	Division/Independent Brigade	Company/Battery
Air	Squadron	Squadron
Naval	Ship	Ship
Air Defense	Battery	Firing Unit
Radar	Battery	Individual
Jammers	Battery	Individual
Missiles	Battery	Battery
Space	Satellite/Squadron	Satellite/Squadron

A2.4.3. Functional Areas. As a critical foundation for the analytical baselines, it is imperative that the US and allied/coalition force laydowns and CONOPS in the MSFD products be as robust and thoroughly vetted as the adversary/hostile force laydowns and CONOPS. To this end, the JADM SC has determined that it is critical that the Services support the DPS/MSFD development process to the maximum extent possible. Functional areas for the MSFD conference are:

A2.4.3.1. Planning

A2.4.3.2. Operations

A2.4.3.3. Information Operations / Information Warfare

A2.4.3.4. Command and Control/Intelligence, Surveillance, Reconnaissance

A2.4.3.5. Logistics (to include forces, basing, and sustainment)

A2.4.3.6. Unconventional Warfare / Psychological Operations

A2.4.3.7. Tactical Deception

A2.4.3.8. Electronic Warfare

A2.4.3.9. Space

A2.4.4. Lead for MSFD Conferences. AF/A9 is the Air Force OPR for MSFD conferences. AF/A9 coordinates Air Force representation at the conference and as OPR, has oversight of the follow-on information that is required for the specific scenario(s).

A2.4.5. Pre-Conference Meetings. At the announcement of a scenario for an MSFD conference, AF/A9 will identify an Air Force lead for that specific conference/scenario. The Air Force lead is then responsible for setting up a meeting of action officers to discuss Air Force support for the MSFD conference, and any read-ahead or pre-conference work that is required. The major action items required for an MSFD conference include but are not limited to the following:

A2.4.5.1. Review of the scenario's current-year Operations Plan (OPLAN) if applicable to get a sense of the theater commander's intent. In doing so, it should be kept in mind

that the current-year OPLAN may have been developed with a different warfight in mind than the one being developed for the MSFD.

A2.4.5.2. Review apportionment of forces for specific theater if applicable

A2.4.5.3. Develop a list of “deploying forces” for the MSFD scenario based on items A2.4.5.1. and A2.4.5.2.

A2.4.5.4. Obtain CONOPS information for any new system not previously used in an MSFD scenario.

A2.5. Joint Country Force Assessments (JCOFA). The JCOFA Program supports the Analytic Agenda mandated by DODD 8260.01 and DODI 8260.2. All adversary/hostile force data used in analytical baseline derived products will be based on Defense Intelligence Agency (DIA) validated intelligence contained in JCOFA databases, configuration tables (C&P data), and supporting narratives. DIA is the JCOFA Program Manager and is the final adjudicator of all data requirements and nominated requirements included in the JCOFA Requirements List. NASIC is currently responsible for Air, Air Defense, Space, Counterspace, and Air Force C2 JCOFA estimates and production. AF/A9I, in coordination with NASIC, will submit new or modified Air Force requirements for inclusion in the JCOFA Requirements List at the JCOFA Requirements List Conference which, is held periodically. AF/A9 will consolidate articulated MAJCOM and Air Staff directorate nominated adversary/hostile force data requirements at the AFSRPW (see Paragraph A2.2) for inclusion in the JCOFA requirements list. Air Force JCOFA users may raise intelligence analytic concerns directly with JCOFA producers on an ad hoc basis at appropriate venues and times but are requested to courtesy copy AF/A9.

A2.6. Analytical Baseline Development Team (ABDT). An Analytical Baseline Development Team (ABDT) is an ad hoc team of representatives from selected DOD components, charged with creating an analytical baseline. Joint analytical baseline development teams are chartered under DODI 8260.2 to establish plans for constructing the analytical baselines, including identifying objectives, timelines, broad data requirements, etc. In developing the baselines, the teams may employ models and simulations used within the Department of Defense for strategic analyses. Data specifications should focus on the needs of these models and simulations, when used. Overall, the respective DOD component JADM SC representative identifies members of the ABDT. Regardless of the origin of the analytical baseline (MSFD or model database), Joint Staff J-8 or OSD (PA&E) will lead the analytical baseline development effort. AF/A9 will lead the Air Force representation on the ABDTs. Other Air Force members of the ABDT are identified by their respective division chief based on a request from AF/A9. Representatives of subordinate A9 organizations may request to participate on ABDTs through their respective AFAC SG member.

A2.7. Analytical Baseline Terms of Reference. For each analytical baseline, Joint Staff J-8 or OSD (PA&E) will publish a Terms of Reference. This classified document outlines the plan for the development and management of a specific analytical baseline or set of analytical baselines. Major sections in the terms of reference include: 1) a purpose statement, 2) background description, 3) definitions, 4) objectives, 5) description of analytical baseline products, 6) assignment of responsibilities, 7) organizational structure, 8) measures of effectiveness, 9) statement of assumptions, and 10) methodology.

A2.8. JDS Analytical Baseline Data Calls. JDS will normally provide data calls based on a previously developed DPS and associated MSFD. On some occasions, analytical baselines may result from a request from a DOD component to have an already established strategic level model scenario database declared an analytical baseline. In this case, the analytical baseline development team will be validating an existing database vice building one from scratch.

A2.9. Analytical Baselines Built From MSFDs. As changes may have occurred in the Service's Program Objective Memorandum (POM) since the MSFD conference, it may be appropriate to review the "deployed forces" for the analytical baseline scenario. An analytical baseline being developed from an MSFD will require large amounts of data to populate a campaign level model sufficiently. Attachment 3 lists data requirements, sources, OPRs and OCRs. While not an exhaustive list, this attachment provides some insight into the types of data JDS will be requesting, and the appropriate Air Force organization that will provide it and in some cases, with the knowledge of the OPR, interact with the OSD (PA&E) baseline development.

A2.10. Analytical Baselines from Other Model Databases. As various analytic agencies develop their own strategic level model databases, they may request JADM IPT and JADM SC evaluate the model database as an analytical database. This process will involve reviewing the model database, model methodologies, and model output. The list of data sources, OPRs, and OCRs should be used as a guide and aid to obtaining official or authoritative Air Force data. However, this list is not a substitute for good staff work.

A2.11. Data Quality Level Supporting Analytical Baseline Development. For the purposes of the Analytical Baseline development process, this AFI divides data quality level into three separate categories. In order of decreasing significance, these categories are official, authoritative, and best available.

A2.11.1. Official Data. Official data are any data that have been reviewed and approved by the Air Staff (e.g., AF/A9) or Secretariat (e.g., SAF/AQ) for release outside the Air Staff/Air Force to other DOD components or government agencies. This release does not constitute public release of the data. These data represent the official position of the Air Force. Examples of official data include force structure contained in the POM submissions, sortie rates as defined in the War, Mobilization plans, etc.

A2.11.2. Authoritative Data. Authoritative data are equivalent to official data in terms of accuracy, quality and level of development. However, these data have not been formally approved for release outside the Air Staff/Air Force. In many cases these data have begun, but will not complete Air Staff review and approval for release process within the time constraints of the data request. Examples of authoritative data might include weapons inventories, interim force structure (force tabs), aircraft basing plans, and emerging CONOPS. The major source for authoritative data is the issuing headquarters or the OPR. Other sources of authoritative data might include the Air Staff, MAJCOMS, COCOM service components, system program offices or laboratories.

A2.11.3. Best Available Data. Best available data describes data that are neither official nor authoritative. The level of accuracy, quality and vetting of the data may even be unknown. As the name implies, they are just the best data available that will meet the timeline requirements of a given data call. In addition to sources listed for authoritative data above, best available data may come from sources such as periodicals or the internet.

A2.12. **Feedback to Data Providers.** JDS will distribute analytical baselines approved for release, and will simultaneously inform all JADM SC members (AF/A9 for the Air Force) of the distribution. At the request of data sources/providers, AF/A9 will in turn inform the data sources/providers of each request as appropriate.

A2.13. **Security.** The Air Force will comply with all normal security procedures for any data provided to and received from JDS in the development of analytical baselines.

Attachment 3

TABLE A3.1. DATA SOURCES.

AF Equity		Data Source(s)	OPR	OCR(s)		
CONOPS			AF/A5XS	AF/A8X	SAF/AQP	AF/A3OC
Force Apportionment		WMP, Vol 3	AF/A5XW			
Historical/Current/FYDP Budget and Programming Data		ABIDES	SAF/FMBP	AF/A8PE		
TPFDD						
	Preferred mode of transportation					
	Port of embarkation					
	Deployed Manpower Requirements Document	DCAPES	AF/A1M			
	Forward Basing	WMP, Vol 4	AF/A5XW	AF/A4		
	Pre-positioned Stocks					
	Weapons		AF/A5XW	AF/A4L		
	Fuel		AF/A5XW	AF/A4L		
Force Structure						
	Units					
	Unit Identification Code	MPES	AF/A1M			
	Authorizations	MPES	AF/A1M			
	Assigned	MilPDS	AF/A1P			
	UTCs					
	Parent Command/Unit		AF/A5XW	AFSPC/A8/9	AFGSC	
	Subordinate Commands/Units					
	Manpower Force Element	DCAPES	AF/A1M			
	Equipment (TUCHA)		AF/A4	AF/A9FC		
	Dimensions					
	Quantity					
	Sensors					
	NBC Sensors					
	Peacetime Basing					
	Geographic Location Code					
	Pre-positioned Stocks					
	Weapons		AF/A5XW	AF/A4L		
	Fuel		AF/A5XW	AF/A4L		
	Weapon Systems		AF/A5R			
	Characteristics and Performance					
	Sortie Rates	WMP, Vol 5	AF/A5XW			
	Communications Systems					
	Sensor Systems					
	Space-based Assets		AF/A9IW	AFSPC/A8/9		
	Orbits and Coverage		AFSPC/A8/9	AFSPC/A8/9		

	Force Enhancement Effectiveness		AF/A9IW	AFSPC/A8/9		
	Counterspace		AFSPC/A8/9	SMC/SY		
	CONUS Missile Force		AF/A10	AFGSC		
	Nuclear		AFGSC			
	Cyberspace Assets		AF/A9F	AFSPC/A8/9		
Weapons						
	Inventories		AF/A4P	AF/A5RW	SAF/AQP	
	Loadouts/SCLs		AF/A5RW	SAF/AQP		
	Effectiveness		A5RW	SAF/AQP	SAF/AQP	